

Message Text

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C O N F I D E N T I A L STATE 057177

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E.O. 11652: GDS

TAGS: PFOR, US, UY

SUBJECT: GUIDANCE FOR URUGUAY PARM.
REF: STATE 45461, 38356 AND 38338

1. FROM THE WASHINGTON POINT OF VIEW, THE OVERRIDING ISSUE FOR THE PARM IS HOW WE SHOULD ADDRESS THE STRAIN IN U.S.-URUGUAYAN RELATIONS OVER THE ISSUE OF HUMAN RIGHTS AND ITS LINKAGE TO SECURITY ASSISTANCE. THE BROAD TRENDS FORECAST (STATE 38338) TAKES NOTE OF THE CARTER ADMINISTRATION'S NEW PRIORITY AND ACTIVE ROLE IN PROMOTING HUMAN RIGHTS. IT EMPHASIZES THAT OUR POLICY DECISIONS MUST NOT ONLY COMPLEMENT PUBLIC AND CONGRESSIONAL ATTITUDES RELATING TO SUCH SUBJECTS AS HUMAN RIGHTS, BUT MUST BE PERCEIVED TO DO SO. IT WAS CLEARLY WITHIN THIS FRAMEWORK THAT THE DECISION NOT TO REQUEST SECURITY ASSISTANCE FOR URUGUAY IN
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FY 78 WAS TAKEN. OUR PROBLEM IS HOW WE POSITION OURSELVES TO MAINTAIN CHANNELS OF COMMUNICATION WITH THE GOU WITHOUT SEEMING TO DEROGATE OUR HUMAN RIGHTS POSTURE.

2. OUR LONG-TERM INTERESTS IN URUGUAY CONTINUE TO BE AS OUTLINED IN THE PREVIOUS CASP (76 A-3613). HOW THESE INTERESTS WILL BE AFFECTED SHOULD BE ADDRESSED IN TERMS

OF THE PRESENT AND FORESEEABLE CLIMATE OF RELATIONS.

3. GIVEN THE PRIORITY POSITION OF HUMAN RIGHTS IN OUR FOREIGN POLICY STANCE, ARE THERE OTHER ACTIONS WE MIGHT TAKE THAT WOULD ENCOURAGE URUGUAY TO IMPROVE ITS HUMAN RIGHTS IMAGE? SHOULD ALL FURTHER PRESSURE BE DISCOURAGED AS COUNTERPRODUCTIVE? WHAT ABOUT VOTES IN THE IFIS? THE PARM MIGHT SUGGEST A MECHANISM FOR PROCESSING INQUIRIES ON INDIVIDUAL CASES WHERE HUMAN RIGHTS VIOLATIONS HAVE BEEN CHARGED.

4. IN THE PRESENT STAGE OF RELATIONS, HUMAN RIGHTS CONSIDERATIONS ARE GOING TO HAVE SOME IMPACT ON ALL IMPORTANT POLICY ISSUES, INCLUDING RESOURCE ALLOCATIONS. OUR CULTURAL EXCHANGES, RESIDUAL MILITARY AND ECONOMIC ASSISTANCE, AND EVEN RELATIONS IN MULTILATERAL FORA, SHOULD FACTOR IN THIS CONSIDERATION IN A POSITIVE WAY.

5. WITH THE EXCEPTION OF ITS REACTION TO THE HUMAN RIGHTS /FMS ISSUE, THE GOU APPEARS TO BE IN A STATE OF MALAISE. WHAT ARE PRESENT PROSPECTS FOR THE MENDEZ ADMINISTRATION TO COMPLETE ITS FIVE-YEAR TERM? WOULD PENDING MILITARY SHIFTS AND RETIREMENTS HAVE AN OVERALL POSITIVE OR NEGATIVE EFFECT ON OUR BILATERAL RELATIONS, E.G. WOULD HARDLINERS ON THE HUMAN RIGHTS QUESTION BE STRENGTHENED? ARE PROSPECTS FOR POLITICAL LIBERALIZATION STILL YEARS AWAY? MILITARY CONTROL NOW APPEARS TO BE ALMOST ABSOLUTE, BUT IF THIS IS THE CASE, WHY THE CONTINUED CIVILIAN FACADE?

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6. AN IMPORTANT ASPECT OF OUR CHANGING RELATIONSHIP IS THE FUTURE ORIENTATION OF URUGUAY TO ITS SOUTHERN CONE NEIGHBORS. IS THE GOU LIKELY TO THROW IN ITS LOT WITH ARGENTINA AND BRAZIL IN WAYS THAT EITHER UNDERSCORE, OR ARE EVEN ALIEN TO ITS CLASSIC BUFFER STATE ROLE?

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